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GOVERNOR'S EMPLOYMENT AND TRAINING COUNCIL

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Annual Report
of the Services Committee
to the Governor of Montana
Fiscal Year 1979

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*Summary of activities conducted under the
Comprehensive Employment and Training Act*

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Tom Livers, Editor



THE HONORABLE THOMAS L. JUDGE
Governor of Montana

MR. DAVID E. FULLER
Commissioner of Labor and Industry

MR. T. GARY CURTIS
Administrator,
Employment and Training Division



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CETA's Evolution

The closing months of 1978--the beginning of federal fiscal year 1979--marked a turning point in the Comprehensive Employment and Training Act (CETA).

In October of 1978, Congress reauthorized CETA through 1982. Although most programs under the law remained essentially the same, there were significant changes--changes that became major focal points in programs during fiscal year 1979 and in planning for 1980.

To fully understand these changes, to view CETA as a dynamic system adapting to changing circumstances, one must look at the evolution of the Act. CETA's roots go deep: to the Great Depression of the 1930s, when one of out every four workers was out of a job.

In 1933, Congress passed the Wagner-Peyser Act establishing the Employment Service. This marked the federal government's first direct attack on unemployment. This was followed by Franklin Roosevelt's "alphabet soup" -- the massive public works jobs programs that served as a model for CETA Public Service Employment.

With the economic stimulus caused by the United States entry into World War II, the nation pulled out of this economic slump and enjoyed a period of relative prosperity through the early 1950s. During this time, however, major changes



were taking place in the labor force. Millions of people left the farms for the cities. More women went to work, and by 1960 the labor force began to feel the first effects of the post-World War II baby boom.

The recession of 1957-58 was the major impetus for the Manpower Development and Training Act of 1962. The original purpose of this act was to retrain workers whose jobs had been eliminated through technological and economic change.

Concern over the growing number of unemployed youth prompted the Vocational Education Act of 1963. Again, the emphasis was on training.

With the passage of the Economic Opportunity Act in 1964 and the Declaration of the War on Poverty, the federal government began to move beyond training and into creation of public service jobs. This culminated in the Emergency Employment Act of 1972--a smaller scale version of FDR's massive public jobs programs.

By the late 1960s there was growing concern over the duplication among the separate employment and training programs, each with its own delivery system. The desire to eliminate wasteful duplication and to coordinate the many programs under one piece of legislation led to the Comprehensive Employment and Training Act of 1973--CETA.

In its early years, CETA built on the existing programs,

streamlining the delivery system without substantially changing the programs. As the recession of the mid 1970s worsened, however, Public Service Employment grew to be the major thrust of CETA.

In 1978 things changed. CETA was up for reauthorization amid widespread public criticism. The expansion of Public Service Employment was seen by many as little more than a "make work" program for government.

While CETA supporters worked to modify the legislation, Congress passed a six-month continuing resolution, allowing existing programs to operate through March, 1979, until the new law could be passed and the system put in place.

The law was passed, shortly before the close of the 95th

Congress in late October. The changes were significant, reflecting public sentiment and building on a long tradition of employment and training programs.

Public Service Employment was drastically reduced, with a funding cutback of up to 60% to come in fiscal year 1980. As in the early 1960s, the emphasis again was on training. Job Training programs came to the forefront, training became an even more important element of CETA youth programs, and it became a mandatory component for all public service employees, in order to help prepare them for permanent employment.

But the single most important change came with the addition of the Private Sector Initiative Program. For the first time in the history of federal employment programs,

FY 1979 Expenditures

CETA TITLE(S)	PROGRAM CATEGORY	TOTAL EXPENDED
II, III	JOB TRAINING	\$ 4,230,383
II D, VI	PUBLIC SERVICE EMPLOYMENT	13,458,873
IV	YOUTH PROGRAMS	3,908,782
TOTAL		\$ 21,598,038

Participant Statistics, FY 1979

CETA PROGRAM	TOTAL ENROLLED	COMPLETED PROGRAM	ENTERED EMPLOYMENT	OTHER ¹ POSITIVE	NON- ² POSITIVE	PLACEMENT RATE
JOB TRAINING	3,262	2,556	1,528	615	413	60%
PUBLIC SERVICE EMPLOYMENT	5,248	3,854	1,180	791	1,885	31%
YOUTH PROGRAMS	4,053	3,359	209	2,504	666	NA
TOTAL	12,563	9,769	2,917	3,910	2,964	42%

1 OTHER POSITIVE -- includes indirect placement, self-placement, entered or returned to school, entered military service or transferred to another program.

2 NON-POSITIVE -- people who quit program. Reasons include health, transportation, family care, moving, refusing to continue and found ineligible after enrollment.

private business and industry became involved on a grand scale.

Certain existing CETA programs such as On-The-Job-Training and the Skill Training Improvement Program already enjoyed much involvement by private industry. In fact, these programs proved the most successful in terms of completion rates and placement in permanent employment.

But the Private Sector Initiative Program entailed more than either of these. It called for the formation of a Private Industry Council to coordinate

the private sector programs and to review all CETA programs. In addition to job training programs, money became available for activities such as economic development and stimulus.

The focus of these programs is to create more jobs in the private sector, then to train CETA participants to fill the jobs. It represents in many ways the first true fusion of the separate concepts of training programs and employment programs: giving people skills necessary to find jobs while ensuring there will be unsubsidized jobs available for them

when they finish their training.

The Private Sector Initiative Program is being run as a two-year experimental program in fiscal years 1979 and 1980. In Montana, 1979 saw the majority of the planning for the program, with the actual implementation to come in 1980.

CETA is constantly evolving. This is its strong point: the ability to adapt to changing circumstances. It is this flexibility that resulted in a new focus for CETA, and it is this flexibility that allows us to design programs for Montana's specific needs.

CETA in Montana

The fundamental concept from which CETA draws its strength is decentralization. Under the Comprehensive Employment and Training Act, Congress allocates money annually to the U.S. Department of Labor. From there it filters down to about 470 prime sponsors, or recipients of funds, across the country.

In Montana there are two prime sponsors: the Employment and Training Division of the Department of Labor and Industry, and the Concentrated Employment

Program, a special rural target program designated by the federal government. The Division administers programs for the balance of the state, while the Concentrated Employment Program operates certain CETA programs in a six-county area of central Montana.

The Employment and Training Division in turn subcontracts with various agencies for the actual program operation. Units of local government with populations of at least 50,000 may opt

to become operators for some CETA programs. In addition to regular programs, there is a special migrant or seasonal farmworker program operated by the Community Services Division of the Department of Community Affairs, while special CETA Native American Programs are delivered through the state's seven Indian reservations and the Montana United Indian Association.

CETA requires that each prime sponsor establish a planning council, an advisory body



Left to right: David E. Fuller, Commissioner of Labor and Industry; Bruce H. DeRosier, Administrator of the Employment and Training Division during fiscal year 1979; T. Gary Curtis, current Division Administrator.

NATIONAL
LEVEL

EMPLOYMENT AND TRAINING ADMINISTRATION
U.S. DEPARTMENT OF LABOR

STATE
LEVEL

EMPLOYMENT AND TRAINING DIVISION
DEPARTMENT OF LABOR AND INDUSTRY

CONCENTRATED EMPLOYMENT
PROGRAM

LOCAL
LEVEL

EMPLOYMENT
SECURITY
DIVISION

OFFICE OF
PUBLIC
INSTRUCTION

MISSOULA
COUNTY

CITY OF GREAT
FALLS

COMMUNITY SERVICES
DIVISION, DEPT.
OF COMMUNITY
AFFAIRS

LOCAL JOB
SERVICE
OFFICES

LOCAL HUMAN
RESOURCES
DEVELOPMENT
COUNCILS

that reviews and helps plan CETA activities. The Governor's Employment and Training Council performed this function in fiscal year 1979, as well as serving as the advisory council for statewide programs under the CETA Special Grant to Governors. Federal law, however, requires two separate councils be set up in fiscal year 1980, a prime sponsor planning council and a state employment and training council.

Council membership includes people involved in all aspects of CETA, such as program delivery, local government, organized

labor, industry, agriculture and small business, as well as CETA clients and members of the general public.

In addition to the Governor's Employment and Training Council, the Division has established seven Area Employment and Training Advisory Boards across the state. These Area Boards are designed to give local citizens and interest groups a voice in CETA programs in their communities. As with the State Council, the membership of the Area Boards represents a cross-section of the people in the geographic area served.

Area Boards review specific proposals, advising the Division on which projects would best meet local needs. In addition, Board members accompany Division staff on on-site monitoring of local programs and in general serve as liaisons between the community and the Employment and Training Division.

Under this decentralized system, the Division operates programs designed not only to reduce unemployment and provide training, but also to build on and enhance the social and economic structures of communities across Montana.

Job Training Programs

Most of Montana's Job Training Programs fall under Title II B of the Comprehensive Employment and Training Act. This includes Classroom Training, On-the-Job Training, Work Experience and the World of Work, offered under Services.

Job Training also included, in fiscal year 1979, two special CETA programs under Title III, "Special Federal Responsibilities." These programs were the Skill Training Improvement Program (STIP) and the Help through Industry Retraining and Employment (HIRE) program. STIP is designed to meet private industry's need for employees with

highly specialized skills, while HIRE is an on-the-job training program for veterans.

1979 was characterized by several innovative model programs. These programs, which were oriented toward either research or demonstration, were aimed at specific population groups not adequately served by regular CETA programs. In addition, all model programs were funded for a limited duration (one year, in most cases), and the program operators were chosen on a competitive basis through special program solicitations.

Under one model program, Displaced Homemaker Centers have

been established in Missoula and Billings. These centers offer counseling and referral services, helping women who suddenly find themselves on their own without employable skills. After counseling, the participant is referred to an appropriate agency for additional services.

The Rural Skill Exchange is a volunteer service in selected rural areas of eastern Montana. Skills of senior citizens are used by other seniors on a barter system, one service in exchange for another. The program attempts to provide meaningful work experience for senior citizens while they earn services they could otherwise not afford.

On the Fort Belknap Indian Reservation, tribal elders have been recruited and trained to determine if older adults would be interested in possible employment. Jobs are then developed in surrounding communities to meet the needs of these people.

In another model program, ten older workers have been employed in Job Service offices of the state's larger cities and towns. These people help other older workers find jobs, and they develop training and counseling on dealing with age discrimination and adjusting to new jobs.

"Gearing Up" is a series of day-long workshops for women participants, focusing on creating awareness of higher wage



occupations and the resources for gaining skills necessary in these occupations. Companion workshops are planned for employers and deliverers of CETA training to promote awareness of problems women encounter in seeking higher paying jobs.

Another major development during fiscal year 1979 was the establishment of a Native American Talent Bank with the Montana

Job Service. This Bank was initially set up several years ago through the Montana Department of Community Affairs, although it was abandoned in 1977. For the past few years, the Employment Security Division has been renovating the Talent Bank, in conjunction with the Employment and Training Division.

The Native American Talent Bank will maintain computer

records on Native American job-seekers, and match these with records of job orders and position announcements. The thrust of the Bank will be to bring applicants to the attention of employers who may be seeking to improve affirmative action efforts, and to make applicants aware of job openings. Where possible, CETA activities will be coordinated with the Talent Bank.

PROGRAM ACTIVITY	PROGRAM OPERATOR	TOTAL PARTICIPANTS	TOTAL EXPENDED
Classroom Training	Employment Security Division (ESD)	929	\$1,361,298
Adult Basic Education	ESD	251	166,809
On-the-job Training	ESD	550	388,324
Work Experience	ESD	878	660,636
World of Work	ESD	1,226	344,734
Displaced Homemaker	Billings and Missoula YWCAs	35	33,822
STIP	ESD, Great Falls School District #1, Billings School District #2	61	318,420
HIRE	ESD	255	294,794
Native American Talent Bank	ESD		5,450
Services	ESD	2,911	656,096
TOTAL		7,096	\$4,230,383

*Note: Participant totals on page three reflect the total number of people served by CETA. These figures represent the total enrolled in each program. Because some people were enrolled in more than one program, the total here will differ from that on page three.

Public Service Employment

Public Service Employment (PSE) in Montana provides temporary employment and training to people who have been unemployed for a long period of time or who are severely economically disadvantaged.

Under Public Service Employment, participants are given temporary work in local, state and federal government agencies and with private nonprofit employers. Jobs must be in the area of public service and provide a benefit to the community or state.

PSE is funded under Title II D and VI of CETA. Programs under II D are designed to serve the structurally unemployed, i.e., those who have trouble finding work because of lack of skill or experience, while Title VI programs are intended to counteract cyclical or seasonal unemployment.

Public Service Projects are also funded under Title VI. In addition to providing transitional employment and training for participants, these must have a maximum duration of one year and a specific product that is of public benefit.

Funds under Public Service Employment are distributed geographically. Specific projects and positions in a local area are funded according to recommendations of local Area Boards.

Fiscal Year 1979 marked the implementation of an Area Board review and priority-rating process for PSE applications, the start of a quarterly rather than monthly system for this review, and the inclusion of Title II D funds in this process. In addition, PSE application forms were combined, allowing for a single request to be filled out for either II D or VI funds.



PROGRAM ACTIVITY	PROGRAM OPERATOR	TOTAL PARTICIPANTS	TOTAL EXPENDED
Public Service Employment	City of Great Falls	412	\$ 1,120,393
Public Service Employment	Missoula County	569	1,596,966
Public Service Employment	Employment Security Division (balance-of-state)	4,267	10,741,514
TOTAL		5,248	\$13,458,873

Youth Employment Programs

Youth Programs under Title IV constitute the third major program group under CETA in Montana. Four separate programs make up this category.

Youth Community Conservation and Improvement Projects (YCCIP) put kids to work year-round in public service activities, while Youth Employment and Training Programs (YETP) are designed to increase job prospects and long-term career opportunities. The Summer Youth Employment Program offers summer work with public and private nonprofit agencies, and the Field Learning Program blends academics and work experience, easing the transition from school to the working world.

Perhaps the major development under Youth Programs in fiscal year 1979 was the Field Learning Program's emergence from experimental to regular status. This experience-based career education program was expanded during 1979, and has greatly improved linkages and coordination between CETA and the educational system in Montana.

The Program operated in seven school districts across the state: Havre, Butte, Miles City, Glendive, Great Falls, Kalispell and Missoula, as well as with the Mountain View School in Helena and the School for the Deaf and Blind in Great Falls. Two new sites were added during



late FY 1979, for operation during the 1979-1980 school year: Helena School District #1 and the Pine Hills School in Miles City.

"Project Gilbert" was an experimental program operated in Kalispell under the Summer Youth Employment Program. This project, which gained national recognition, marked the first concerted effort to serve Montana high school dropouts under CETA. It was designed in part to study the impact of employment programs on the career and educational goals of the youth served.

This project provided work experience and extensive career education, including a bus tour of major industries and educational institutions in Western Montana. Cooperation between the Northwest Montana Human Resources Council (the program operator), the local Job Service, organized labor and area businesspeople contributed greatly to the success of the project.

PROGRAM ACTIVITY	PROGRAM OPERATOR	TOTAL PARTICIPANTS	TOTAL EXPENDED
Youth Community Conservation and Improvement Projects	Community Services Division (CSD)	353	\$ 492,559
Youth Employment and Training Programs	Employment Security Division (ESD), CSD	1,800	1,240,508
Summer Youth Employment Program	CSD	1,876	1,940,566
Field Learning Program	CSD	142	182,321
Governor's Grant	ESD, CSD	24	52,828
TOTAL (see note, page seven)		4,195	\$3,908,372

Recommendations

1. The Employment and Training Division should provide additional information and assistance to statewide and local advisory boards, increasing their effectiveness in planning and evaluating CETA programs.
2. The Division should continue and, if possible, expand its use of innovative model projects to meet specific needs of population groups not being served effectively by regular CETA programs.
3. The Division should continue to improve budgetary and participant record systems to ensure compliance with stricter regulations. In addition, increased technical assistance in these areas should be provided to subcontractors.
4. The Division should continue to research methods of linking CETA with other federal job-creating funding sources.
5. The Division should work to continue and expand organized labor's participation in and understanding of CETA.
6. The Division should expand its efforts to involve private businesses in CETA programs, especially through the Private Sector Initiative Program.
7. The Public Service Employment Bureau should increase emphasis on participant training as well as on monitoring and evaluation of program performance. This could include designing performance subcontracts and increasing training and assistance to subgrantee staff.
8. The Youth Bureau should continue to research and implement programs designed to reach youth with special needs.



It has been noted that fiscal year 1979 was a turning point nationally for programs under the Comprehensive Employment and Training Act. But Montana also saw changes in how CETA programs were delivered.

The number one recommendation in last year's Annual Report stressed that programs should be designed to meet employment and training needs particular to Montana. This included equitable geographic distribution of activities within Montana, consistency with existing environmental and social quality of life and use of CETA resources in agriculture and related fields. In similar fashion, the second recommendation advocated increased emphasis on community based planning and job development.

The intent of these recommendations is perhaps best realized in the Employment and Training Division's increased use of Requests For Proposals (RFPs). The Division has isolated population groups not being effectively served by regular CETA programs and has sponsored research and demonstration projects to find better ways of reaching these people.

The Division solicits proposals from organizations across the state. Through news releases, advertisements and mass mailings, groups with little or no prior involvement are encouraged to submit proposals, as are existing program operators.

This RFP process has brought about a substantial increase in the number of local, community based groups involved with CETA programs in Montana. Local planning is increased, and programs often stand a better chance of meeting specific local needs than those designed at a state level. To further ensure local voice in this process, Area Boards review all proposals, assigning priority rating and recommending which proposals should be funded.

The FY 1978 Annual Report also mentioned increased emphasis on the individual, designing programs around the needs of the participants rather than trying to fit them into available positions. Upward mobility, personal betterment and realization of individual potential were to be considered as much as possible.

Unfortunately, the number of people being served with

the existing resources makes it impossible to design programs around each individual. However, certain programs are geared to the needs of special groups of people, and other programs on a small scale incorporate personal goals and objectives into participant workplans.

Again, the model projects under the RFP process constitute one of the best examples of programs being designed around the needs of specific groups. In addition the Field Learning Program, described under Youth Programs, helps students design career exploration activities around individual career interests.

Under the CETA reenactment, training is required for all Public Service Employees. Where possible, this is oriented around specific needs of participants, and contributes to upward mobility and personal betterment. Project Gilbert, described under Youth Programs, was a project designed specifically to serve high school dropouts, incorporating their special needs into the curriculum.

Overcoming discrimination was another major recommendation. Increasing nontraditional employment and training

opportunities and enforcement of equal employment opportunity provisions were cited in this area.

Nontraditional worksites are encouraged in all Montana CETA programs. A model pre-apprenticeship training course for women helped prepare participants for the carpentry trade. Both Public Service Employment and CETA youth programs have expanded use of nontraditional worksites for men and women, while two special model programs, the Displaced Homemaker project and the Women in Higher Wage Occupations project, were designed to identify and meet women's specific employment and training needs.

Stricter enforcement of equal employment opportunity (EEO) provisions was accomplished through the hiring of a full-time EEO officer during fiscal year 1979. The establishment of an Independent Monitoring Unit also helped ensure enforcement of these and other legal requirements of programs under CETA.

The Report advocated using CETA funds for programs involving the creation of new jobs. These efforts received a boost with the implementation of Title VII, the Private Sector Initiative Program. Under this program, money is available for creating new jobs in the private sector and



training CETA participants to fill those jobs.

One recommendation was to increase use of the Adult Basic Education Opportunity Grants and to effect more standard requirements for Adult Basic Education courses across the state. This goal was not achieved, in part because the Employment and Training Division is not directly responsible for this area. Gains were made, however, in improving relationships between the Division and the educational agencies that operate Adult Basic Education.

In FY 1979, two new sites were added to the Field Learning Program, which entailed entering local Education Agreements with new school districts. This represented



progress toward increasing involvement of school districts in Montana CETA programs, as recommended in last year's Report.

The final recommendation for fiscal year 1979 involved strengthening guidelines for creation of Public Service Employment jobs and selection of employers for these jobs. Suggested criteria included equitable distribution of PSE jobs and projects among various types of organizations, placement rate, potential for creating new jobs, geographic equity and other national, state and local priorities.

An Area Board priority rating system for PSE jobs and projects was developed and implemented during FY 1979. The rating criteria under this

system reflect and were designed around the above suggestions.

The Employment and Training Division will continue to work toward implementing these recommendations during fiscal year 1980. Other Division goals are built around objectives articulated in April, 1979 by the U.S. Department of Labor. The Department stressed targeting of services to people most in need, coordination of planning and service delivery, transition into unsubsidized employment and prevention of fraud and abuse through improved program management. Each of these objectives is reflected in the Division's planning for fiscal year 1980.

Designing programs to meet Montana's specific needs and increasing coordination in planning and delivery of CETA programs represent the major goals of the Employment and Training Division in FY 1980. To attain these, the Division will have to rely even more heavily on its advisory board system, both statewide and on a local level. To come up with programs that truly serve Montanans, effectively and efficiently, the Division will need to hear the collective voice of Montanans -- farmers, ranchers, government officials, laborers, businesspeople, students -- from every corner of the state.



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